The COMPASS

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SCHOOL OF SOCIAL WORK
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Legalized Defeat in Pennsylvania's Merit System

Social Work Testimony on Ohio Politics

Chaotic Relief Generalized

Social Workers of Disaster Relief

Social Workers in Other Countries

JVS Study of Function and Operation

Professional Education
Contribution on Trends; Announcements

Chapter Contributions
Organization Problems—Student Recruiting—Housing

National Office: Staff Changes and Field Schedule

Volume XX Number 1

THE tribute to Dorothy Kahn in her board's finding that she "failed to cooperate" has terminated in jeopardization of the interests of the public welfare clients and taxpayers of Philadelphia. The implications of the situation will be discussed for a long time to come by serious students of good government who cope with the fact that the law can be no better than the people who administer it. Alvin Guyler gives a vivid account of the far-reaching story.

POLITICAL manipulation in Ohio's administration of the public welfare law has been broadcast by the press and Henry L. Zucker's account of measures taken to deal with it here show how professional social workers officially represented the issue for the people.

CHANGES and formulations for professional education for social work require study and understanding between those who transmit social work's knowledge and experience to students and those who in the field of practice seriously test what has been to date formulated and transmitted. Leah Feder makes a contribution to our knowledge of current trends.

THE American Association of Schools of Social Work announce an important plan of research for professional education which should be followed understandingly by every professional social worker in the field.

PROBLEMS are manifest in any plan for a professional vocational and placement service for social workers. The plan of JVS operation (which is historically an AASW plan) is in a study sponsored by JVS opened to review in the light of experience and of present professional developments.

CHAPTERS and individual chapter members are increasingly alive to the meaning of their programs and to the need for recorded appraisals of their immediate experience. In this issue: Norma Queen gives an intimate picture of a chairman's difficulties which are the chapter's difficulties; Ann Sundwall describes a fruitful chapter housing project; Ernest Witte and also the Denver Membership Committee show ways in which chapters should be connected with current social work student body if membership recruiting is to have professional meaning.

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NATIONAL office has made a number of staff changes in personnel—the most important new move being the acquisition of Grace F. Marcus. A brief biography of Miss Marcus in social work is provided together with a summary of the staff changes.

FIELD visits from the National office have been extensive; and the executive secretary's recent schedule is outlined.

She Failed to "Cooperate"

What Price Competence Under Civil Service? A Two Edged Joker in Current Regulations

By **Alvin Guyler**

DISMISSAL of Dorothy Kahn as executive director of the Philadelphia County Board of Public Assistance was announced on September 7 by Joseph D. Burke, chairman, because of what he called her "failure to cooperate." The action of the local board came five days before Miss Kahn's probationary appointment would have become permanent, and ended more than six years' service as director of one of the country's largest and most difficult public welfare administrations.

Previously, on August 26, Mr. Burke called at Miss Kahn's office and informed her that the local board in executive session that day had voted to terminate her appointment when the probationary period expired on September 12. To her question as to the reason, Mr. Burke stated "lack of cooperation." He added that the board had decided there was to be no discussion or argument in the matter. Then on behalf of the board he offered her the opportunity to resign "in order to avoid a public record of dismissal beside her name." The above facts were brought out in a letter from Miss Kahn to the board in which she refused to resign and which was released to the press by her on September 8.

The statement of dismissal by the board, followed closely by the release of Dorothy Kahn's letter refusing to resign, brought the situation to the public's attention, and protests were raised in practically every section of the community. Earl G. Harrison, Esq., president of the Public Charities Association, in a public statement deploring the action of the local board, said:

> **"If good and sufficient reasons exist for Miss Kahn's dismissal the board should have had the wisdom and courage to prefer charges after her appointment had become permanent."**

W. Logan MacCoy, former chairman of the Philadelphia County Relief Board, said:

> **"The fact that she handled a very difficult problem for more than four years to the satisfaction of such men as Horatio Gates Lloyd, Philip Staples, Charles J. Rhoads, Herbert Goodrich, and Harold Evans, would seem to put the burden on the present board to show why she should be dismissed at the end of the six months' probationary period, especially when she ranked No. 1 in the civil service examinations."**

Clinton S. Golden, regional director of the Steel Workers' Organizing Committee, wired Governor Earle as follows:

> **"We are disturbed at reports of the dismissal of Miss Dorothy Kahn, Executive Director of the Philadelphia County Board of Public Assistance. We have large membership in that area who indicate her administration of public assistance efficient and intelligent. Her dismissal without hearing of charges against her is wholly unjustified and at variance with past policies of your administration. We urge you to cause Miss Kahn's immediate reinstatement and insist whatever charges against her be subject to full and fair inquiry with subsequent honest determination based on facts presented."**

Similar telegrams poured in from citizens and organizations, and within a few hours the protest had spread across Pennsylvania and the country as a whole. Messages strongly protesting the action of the Philadelphia board were sent by Wilfred S. Reynolds, director of the Council of Social Agencies, Chicago; Fred Hoehler, director of the American Public Welfare Association; Paul Kellogg, editor of the *Survey*; Robert P. Lane, executive director of the Welfare Council of New York City; Sophonisba P. Breckenridge, of the School of Social Service Administration, University of Chicago; and by many others too numerous to mention here.

In the meantime, a committee consisting of John Edelman, regional director of the CIO; Mrs. George B. Wood, former member of the Philadelphia County Relief Board; Earl G. Harrison, president of the Public Charities Association, and Joseph S. Clark, Jr., representing the Pennsylvania League for the Merit System, called on Governor Earle, to protest the dismissal of Miss Kahn. The

The Law is Administered by Man

Law must be administered by man; the law can be no better than the people who administer it. This is clear in the case of Dorothy Kahn's dismissal as Public Welfare Relief Administrator in Philadelphia. Alvin Guyler's account, on these pages, of the circumstances surrounding the dismissal and the clarity with which the real issue was fought in the unsuccessful wideflung protest action against the dismissal shows this. His article also points to long-time problems: that a well-written law designed to insure the merit principle of appointment cannot legislate human motives and that such a law may serve therefore to legalize political action as well as good administrative action.

The new civil service law, under which the Philadelphia County Relief Board acted in dismissing Miss Kahn, is a good law according to known criteria. That this alone does not insure its operation to carry out its principles is to such forces as the Civil Service Reform League an old problem.

This particular Pennsylvania law resolved the controversy over the pros and cons of vesting a single individual with the power of appointment by setting up a board of individuals. Clearly if a puppet board is created, there can be no advantage over the weakness or machinations of an individual. This law also extended the examination process for the position of administrator by providing a six-months' probationary period without appeal. That is an almost universal provision intended to offset the fact that no examination procedure is perfect and the candidate who emerges at the top of the established civil service list may not prove by performance the best person obtainable for the particular job. Obviously, if a board is motivated by interests other than matters of good administration for any particular program and a governor has "confidence" in that board's action, good administration can be jeopardized.

In Philadelphia, press informational articles put the issue clearly before the relief recipients and the taxpayers as a whole. "I hear you ain't been cooperatin', Lady!" is the caption for *The Philadelphia Inquirer's* recent cartoon which depicts Dorothy Kahn standing behind the Relief Administration desk and a proverbial checked-suit-and-cigar figure of Politics—in this case "Democratic Politics"—towering over the front of the desk. Now, however, since the governor's final action, the matter is before the people only in terms of state elections; and popular votes cannot there reach into single issues.

Probably no social worker has ever left a clearer record of qualifications and performance than Miss Kahn leaves here; and professional social action has seldom had a better case for the merit principle. Yet this thing has happened. Under the same law the reverse also could happen: A poorly qualified provisional appointee could be perpetuated in office on the basis of somebody's judgment.

There is an area of discretion in the matter of appointments which cannot be legislated out of human reach by any formula. A vote of confidence with all its legislative safeguards is necessarily placed in the hands of one person or a group of people. All the devices to insure the efficiency of the examination process may be so manipulated that efficient public servants are routed.

Dorothy Kahn, who has been "in the trenches" during difficult years, has, in addition to making a public record of professional administration, also made it her business to give back to the profession, through her books and papers, material that will enable social work to build its public task.

The risks she took will be taken again. The social workers who are best qualified for public office must continue with every possible assistance from the field to inject good standards by taking the necessary examinations to qualify for government social work positions. There will not be from social workers a compromise on the merit principle based on the same high standards of qualifications for social work practice whether public or private.

This Philadelphia story is not an incident. It is a cause that will not readily be forgotten but will, rather, be for a long time a subject for serious study of its implications for good government administration.

committee told the Governor that all its members felt that the six years' service of Miss Kahn had been outstanding in the state's relief administration and that "more than usually good reasons should be given for her dismissal." The delegation further went on record with the Governor as believing that unless the board could furnish better reasons than those given they should be asked to resign. The committee also made clear to the Governor their feeling that a large part of the responsibility for the present situation was his inasmuch as the law provided that the Governor should appoint the local boards.

As a result of this conference the Governor communicated with Chairman Burke and insisted that the board make public detailed and specific charges in support of Miss Kahn's dismissal. He suggested to the local board that Miss Kahn should immediately answer these charges and promised that the charges and answers would receive his early consideration; if, after going over the charges and answers he felt the board did not have sufficient grounds for its action, he would ask the local board to allow Miss Kahn a public hearing. He requested the committee to get in touch with him again as soon as the charges and answers had been made public.

The following day, September 9, Chairman Burke released to the newspapers a fifteen-hundred-word statement which purported to be the specific charges of the local board.

Within a few hours after the charges were made public (no copy was ever sent to Miss Kahn) Miss Kahn filed her answer to the newspaper version. The charges seemed to fall under four headings: first, that she attempted to circumvent the civil service law by manipulation of the lists; second, that she endeavored to prevent the transfer to the state of collection of restitution claims in order to conceal a poor performance record in Philadelphia; third, that she opposed or resisted studies of the distribution of visitors' time; and fourth, a general charge that she failed to cooperate with the board. These charges had at no time been discussed with Miss Kahn, and the incident on which the civil service manipulating charge was based was over four months old.

The categorical answers to the charges of the board were so adequate that Joseph S. Clark, Jr., in a letter to the Governor at this point, said:

"We have carefully considered the chairman's charges and Miss Kahn's reply thereto and are satisfied that the charges, considered in the light of the answers, do not make a good case for Miss Kahn's dismissal."

Earl G. Harrison in a letter to Governor Earle said:

"I wish to join with Mr. Clark in urging you to give prompt consideration to Mr. Burke's purported 'bill of particulars' in support of the Board's action in dismissing Miss Kahn, and in addition as you promised, to Miss Kahn's answers.

"I feel confident you will note the many inferences relied upon by Mr. Burke. These inferences are found in connection with his recital of each of the three situations to which he points. Without these inferences, the statement would be weak indeed as support for a summary dismissal of a tried and proved public servant. In any properly conducted hearing, the justification of the inferences could be tested."

At this point, it was reported that Democratic state leaders in Harrisburg felt that while the dismissal of Miss Kahn was politically expedient it was strategically ill-timed. They were alleged to be as irritated at the local board's move as were the hundreds of citizens and agencies who were openly protesting it.

On September 9 a hastily called protest meeting sponsored by the Community Fund of Philadelphia and Vicinity, the Federation of Jewish Charities, the Public Charities Association of Pennsylvania, and the Philadelphia Federation of Churches, brought out more than 400 citizens representing a much wider group of civic and welfare agencies. Delegations came to the meeting from Pittsburgh, Scranton, Wilkes-Barre, and other parts of the state, and the out-of-state representatives included Charlotte Carr, former Director of Home Relief in New York City, now director of Hull House, Chicago; Dr. Ellen C. Potter, Director of Medicine, New Jersey Department of Institutions and Agencies, former Secretary of Welfare in Pennsylvania and chairman of the Civil Service Committee of the American Public Welfare Association; Stanley Davies, executive director of the New York Charity Organization Society and president of the Family Welfare Association of America; Paul Beisser, executive director of the Henry Watson Children's Aid Society, Baltimore, and president of the Child Welfare League of America; Fred Daniels, executive director of the Brooklyn Bureau of Charities, former director of the Temporary Emergency Relief Administration in New York State and treasurer of the American Association of Social Workers.

Space does not permit a full reporting of the meeting, but resolutions presented by Francis Fisher Kane, attorney and prominent liberal and founder of the position of public defender, were unanimously passed. The resolutions deplored the action of the Philadelphia County Board of Assistance in terminating the employment of Miss Kahn in view of her outstanding record for the past six years as executive director of the relief administration in Philadelphia. They further urged the Governor to request the Philadelphia County Board to reinstate Miss Kahn and to take such steps as might be necessary to see that this request was complied with. These resolutions were promptly transmitted to the Governor, and the committee of four started their efforts to contact the Governor and continued them for a week without success.

Philadelphia's five daily newspapers, in the meantime, had editorially and otherwise taken the local board to task for its action. Even the pro-Administration *Philadelphia Record* in an editorial on September 8 stated that

"The work of Miss Dorothy Kahn as director of Philadelphia's successive relief administrations is noted all over this country. She has accomplished wonders under the difficulties that have hedged the administration of relief in this city.

"That the County Board of Public Assistance has seen fit to dismiss her from her post is astounding in view of her record.

"If the board is to justify its action to those who know Miss Kahn's work, it will be necessary to give better and more specific reasons for dismissing her than a vague statement that she failed to 'cooperate.'

"Otherwise the resignations of those members of the board who are responsible for Miss Kahn's dismissal are in order."

After continuous attempts to contact the Governor for more than a week, Robert S. Dechert, who acted as chairman of the citizens' protest meeting on September 9, reported back to the more than 400 citizens who had attended that meeting, saying

"The Governor has given no sign of being willing further to discuss the matter although he had previously promised to give it full consideration at once upon receipt of the county board's statement (of reasons for Miss Kahn's dismissal) and of Miss Kahn's answer."

"My final suggestion," he said, "is that for the immediate present we continue vigorously to press upon Governor Earle the necessity of his taking the statesman's course and of reversing this grievous error, lest less fortunate people than he suffer greatly from inexperienced administration of the State's greatest present activity,—the relief of those in need."

In the afternoon's newspapers of that same day, the Governor, in a news release from Harrisburg, said,

"I have the fullest confidence in the Philadelphia County Board of Assistance. I have discussed with them and approve fully a most constructive plan which the board will announce."

At that point, Chairman Burke, after describing the work of the relief board as "big business," stated that

"The operation of our agency has not been subjected to a comprehensive survey by any person who knows big business.

"Our board is enthused by the generous offer of the Philadelphia Committee of the Pennsylvania Economy League in authorizing Mr. Richard Lansburgh to make a complete study of the operation of the Philadelphia County Board of Assistance as we feel there is no one in Philadelphia better qualified to do the job."

Actually, the Philadelphia County Relief Board had been studied exhaustively by Hopf and Company, efficiency experts, in 1934; by such authorities on public welfare administration as Walter Pettit and Gordon Hamilton; by a grand jury; by two legislative investigating committees; and by Bureau of Municipal Research. In each instance the agency was commended highly for its businesslike administration.

At the same time the board indicated that Miss Kahn's position would remain unfilled until the survey had been completed. Mr. Lansburgh is a former professor of industry of the University of Pennsylvania Wharton School and at one time served as Secretary of Labor and Industry under Governor Pinchot. For the past several years he has been a member of the paid staff of the Pennsylvania Economy League, a group that has been frequently characterized by public officials as being "more interested in cheap government than in good government." Surveys made by the Economy League in the past have been criticized largely on the basis of their failure to use competent staff.

With the announcement of the survey to be conducted by Mr. Lansburgh another interesting and discouraging chapter has been completed in Pennsylvania's hectic struggle for decent and efficient administration of public assistance. Late in 1935 Governor Earle appointed the Pennsylvania Committee on Public Assistance and Relief under the chairmanship of Herbert F. Goodrich, LL.D., Dean of the Law School, University of Pennsylvania. The committee of twenty-five represented almost every shade of political opinion, and included executives of large corporations, labor leaders, newspaper publishers and public officials.

The committee employed a competent staff under the leadership of Kenneth L. M. Pray, and after a year's work submitted to the Governor a program for a unified public assistance administration for Pennsylvania. This report eventually led to the abolition of Pennsylvania's archaic poor board system and substituted for it a modern public assistance program. The legislation originally designed by the committee was changed at the Governor's insistence while it was going through the legislature to provide that all the county boards should be appointed by him. Citizens' groups who had actively supported the original program acquiesced on this point when the Governor and other administration leaders assured them that they were conscious of the fact that good administration would be the real test of the program and that because he was completely convinced on this point he would see to it that the local boards would be selected from the highest type of citizen available.

Within a very short time the Governor announced the appointment of boards which in almost every instance appeared to have been selected by the Democratic county chairman on the basis of what the individual member could contribute politically rather than on any interest in or potential contribution to the public assistance program. The situation that has developed in Philadelphia, some observers say, is just the beginning of a series of episodes that will destroy the efficiency of the administration in Pennsylvania and discredit a plan that, if accompanied with good administration, would have given Pennsylvania an outstanding public assistance set-up.

During this episode, the Employment Board (the agency charged with the admin-

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Social Workers in War-Terrified Europe

By **Joanna C. Colcord**, Secretary, Hospites

American social workers, in comparative security, are feeling special concern in these times about the situation of their colleagues in the war-threatened countries of Central Europe. Recent news from Vienna is that the School of Social Work long directed by Fräulein von Arlt has been closed, and that the well-known settlement house directed by Fräulein Pokorny is in process of "liquidation." Government pensions are still being continued for some social workers who had reached retirement age before the "Umbruch"—graphic word!—but those thrown out of the active practice of social work have no recourse but to find other and less skilled employment or to emigrate.

As this is being written, we can form no idea what is happening or about to happen to our colleagues in Czechoslovakia. This little republic has a national Department of Public Welfare directed by Dr. Josef Necas, who visited this country last year; and one of his department heads, Dr. Krakes, whose wife is a graduate of the New York School of Social Work, was a welcome and interesting visitor no longer ago than last August.

The New York school has been taking account of its graduates, and finds that they are now practicing in Czechoslovakia, Poland, and Roumania among the Central European nations. One graduate directs a school of social work in Bucharest, and is special advisor to the Queen of Roumania on welfare problems. The presence of such people, trained not only in the New York school but doubtless in other American schools as well, means that American ideals and methods of social work are alive and are being adapted to the needs of these small and little-known countries.

If the fine structure which has been built up for social welfare in Czechoslovakia is to be tumbled into ruins, there is no one to whom our hearts go out in more sincere compassion than to Alice Masarykova. Daughter of the founder of the Czechoslovakian republic and of his American wife, Dr. Masarykova's life has been devoted to the public weal. She was a prime mover in founding the International Conference of Social Work and was its first President. We social workers in her mother's homeland hope that she and her colleagues may not have to see the utter downfall of all they have labored to erect; and that their skill, their passion for social justice, and their concept of the state as existing to further the welfare of the individuals who compose it, may not be faced with brutal negation during the period that lies ahead.

Michigan's Welfare Referendum

On November 8, 1938, the voters of Michigan will decide at the polls whether Act 257, passed by the legislature in 1937, shall be approved or rejected.

Act 257 is the key to a series of acts providing for sweeping reorganization of Michigan's state and local public welfare services.

Back of this referendum election lies several years of study and effort by Michigan officials and social workers; a non-partisan welfare and relief study commission which employed several social workers on its research staff and which produced a far-flung program of welfare reorganization; bi-partisan sponsorship of the welfare bills and their passage by the legislature after a hot fight; and finally, the use of the referendum by the opponents of the reorganization in a last attempt to defeat the new program.

A state-wide campaign of education is being carried on under the leadership of the Welfare Education Committee, among whose members are: Raymond E. Baarts, Fred R. Johnson, Rev. Frederic Siedenburg, S.J., and William J. Norton. John A. MacLellan, executive secretary of the Michigan Conference of Social Work, is secretary of the citizens' committee and members of the AASW within the state are cooperating actively in the campaign to secure a "Yes" vote on proposal No. 4.

An article on "Public Welfare and the Referendum in Michigan," written by Arthur Dunham, and published in the *Social Service Review* for September 1938, analyzes the public welfare developments in the state during the past few years and the issues involved in the referendum. A few reprints of this article will be available at the office of the AASW, on request.

Professional Social Action in Ohio

By **Henry L. Zucker,**
Secretary, Ohio Council, AASW

Through the public press it is fairly well known that the Public Welfare Division of Aid for the Aged in Ohio and the present Governor of Ohio have been under attack for maladministration in this department; that the Federal Social Security Board has been using means at its disposal to bring about the correction of conditions; that as a last resort in an impasse federal funds may be withdrawn from this program in Ohio. It will be a matter of added interest to professional social workers to know the ways in which some of their numbers participated in efforts to clear the issues and preserve a program. Henry Zucker, one of the two social workers who represented the profession, has given us a first-hand account.

For your information I am outlining as follows what is the difficulty in the State old age assistance program and what has been the part of the Ohio Council in trying to help straighten things out.

For some time the Social Security Board had been conducting a comprehensive study of the Division of Aid for the Aged in Ohio. Staff members of the Board had several conferences with the head of the Division and Governor Davey in an effort to improve what the Board considered to be an inadequate administration of old age assistance in Ohio. As far back as March 30, 1936 the Governor officially agreed to make certain thoroughgoing changes to correct the practices to which the Board had taken exception. This agreement and subsequent agreements were not respected by the Governor, and the Board was compelled to call a hearing on August 29, 1938 to determine whether it was possible to continue federal contributions for old age assistance in Ohio.

The hearings were postponed until September 6 at the request of Mr. Henry Berrodin, the head of the State Division of Aid for the Aged. When the hearings were held, Mr. Berrodin and other State officials were forbidden by the Governor to attend the hearings. The Board therefore heard the testimony of the staff and left the record open to afford state officials an opportunity to answer charges made.

The only two Ohioans present at the hearings in Washington, D. C., were Miss Margaret Wagner, who came as the Chairman of the Committee on the Aged of the Welfare Federation of Cleveland, as Executive of the Benjamin Rose Institute, a private agency interested in old age assistance, and as a representative of the Ohio Council, AASW; and myself, as staff representative of the Welfare Federation of Cleveland and as Secretary of the Ohio Council, AASW.

The chief charges made against the Ohio Aid for the Aged administration are as follows:

1. There has been widespread use of partisan politics in the administration, involving the integrity of the ballot of the aged recipient of assistance. Recipients of aged assistance received campaign letters from both Mr. Berrodin and Governor Davey urging Governor Davey's election, Aid for Aged workers personally urged Governor Davey's election, invalid ballots were distributed, collected and delivered by Aid for Aged workers, and in some cases clients of the Aid for Aged were delivered to the polls by their workers. The hearings indicated that the staff were not novices in political work.

2. Inadequate records are kept by the administration. For instance, no running account of payments to any individual recipient is kept either in the Division or in the Auditor's office, an especially serious omission in view of the fact that the state is required to claim refunds from the estate of deceased recipients.

3. Accounts have not been audited in compliance with the law. The Board estimates that up to September 1, 1938 the Division has expended approximately $2,500,000 in "exceptions" (illegal expenditures).

4. The State's statistical reporting to the Board is inadequate. Many inaccuracies are evident in the county's reports, which are frequently made by totally incompetent persons. These reports, in turn, are frequently "doctored" by the state department to make them total "correctly" for the Board.

5. There are many examples of uncoordinated, inefficient, poorly conceived, and poorly executed administrative procedures. The Division has failed adequately to establish and define important policies and procedures relating to determination of need and to other matters essential to efficient administration. Employees have not been adequately instructed with respect to the application even of those the Division has established. There is only one manual of procedures in the entire state and this is two

years old. There is lack of coordination between the Columbus office and county offices. Functions of staff members are not clearly defined. There is discrimination in treatment of applicants equally in need. County offices vary in their application of the needs test to applicants. Dissatisfied applicants and recipients have not been informed of their rights to a fair hearing. Blanket increases in grants have been made without due consideration of the needs of individual recipients. The Division has not complied with its own regulations with respect to review of cases of recipients of old age assistance. For some time the Division has actually been directed by a politically minded business manager rather than by the nominal head of the Division, who has referred to himself as "Director Emeritus" of the Division.

6. Personnel policies of the Division show that a large part of the staff has been employed either in "violation or circumvention" of Ohio civil service laws and board regulations, that in many instances political clearance has been necessary to appointment to civil service positions, and that there is employment of unnecessary personnel in some departments and understaffing in others.

A majority of employees of the Division are provisional appointees and 95 per cent of those appointed since January 1, 1937, are provisional appointees. Most of these appointees do not meet the minimum civil service requirements. "Among the provisional appointees to social work positions were persons whose principal experience was in the following work: Taxi driver, meat cutter, men's tailor, truck driver, . . . embalmer."

"In a number of instances provisional appointees were found to be doing work for which a register existed," a direct violation of the law.

These charges have been denied categorically by Governor Davey, who has "dared" the Social Security Board to withdraw assistance in Ohio and who has seen fit to attack the political motives of the Board rather than answer the charges or attempt to correct the abuses cited. On September 22 he summarily dismissed Mr. Berrodin because he was attempting to effect some of the suggested changes.

The claim of the Governor is that the Board, in releasing its charges against the state administration three days before the primary elections, helped to defeat him and nominate the New Deal-favored candidate. Having split politically with this nominee, his "dare" to the Board to cut off assistance is designed to embarrass his erstwhile primary opponent, and the Board with which he claims there is a "deal." Meantime his public appeal begs the question, emphasizes states' rights, and his "real friendship" for the aged. Of special significance to social workers is his attack on them, both directly and through a legislative mouthpiece who declares that this is a "plot" of the social workers to take over the Division of Aid for the Aged.

The situation is such that we felt social workers should not be involved in the political dispute. On the other hand, we felt we had a very real stake in trying to preserve the grants to 110,000 needy aged, and in trying to have corrected the very inefficient, politically-infested, sometimes cruel administration of these grants.

Consequently, we represented to staff members of the Social Security Board the citizen interest of Ohio in correcting the abuses which the Board had pointed out. We emphasized that the Governor who was responsible for the maladministration had been repudiated by the voters of Ohio, and that for the next three months he is in effect a "lame duck" governor. We expressed our hope that the needy aged of Ohio would not have to be deprived of their source of support during this period.

When we returned to Ohio we took the following action:

(1) Informed our local groups of the situation and to a lesser extent spread the news among social workers throughout the State.

(2) Reached both candidates for governor and helped to secure public statements from them indicating their willingness to correct the abuses if and when elected.

(3) Interviewed representatives of the press to give them what information we had which might be helpful in handling the news items coming out of the dispute.

(4) Began to try to reach labor (which helped sponsor old age assistance legislation in Ohio) to discuss our common interests in an adequate administration of the Division of Aid for the Aged.

We are right now in the middle of the situation, and we hope to be able to work out next steps when the Council meets on October 6 in conjunction with the Ohio Welfare Conference. After all, the important job lies ahead when a new governor enters the state house, and when we shall have a real necessity to assist in developing a high calibre of administration in this important state Division.

Changing Emphases in Professional Education

By **Leah Feder,** Associate Professor, George Warren Brown Department of Social Work, Washington University, St. Louis, Missouri

IN a searching historical account of "The Professions" Carr-Saunders has shown the constant interplay of educational institutions and the field of practice in the development of standards.[1] Recently a committee of the American Association of Social Workers adapted to social work the complex of characteristics Carr-Saunders felt identified a profession and they offer an excellent background against which we may examine the changing emphases in professional education. Social work, according to the statement, has a special body of knowledge and skill which has been accumulated by the practitioners and which should be passed on through education in order to insure adequate performance; secondly, social work demands the constant exercise of responsible judgments and self-discipline in the interest of efficient service to others; thirdly, the professional association makes certain that "the important discretionary powers which social work holds over the lives of others are vested only in practitioners equipped with that minimum of special education and experience which has been proved necessary for the competent discharge of such responsibilities.[2] As Carr-Saunders has expressed it, this "hall-marks" those who have the required competence and distinguishes them from persons who lack that competence.

Our purpose is to trace the ways in which practitioners, schools of social work, and professional associations have contributed to the development of professional education. Practice creates new techniques which must be integrated into the content of preparation for social work and later carried back into the field for further testing and modification. The productive quality of professional education rests fundamentally upon keeping open this two-way communication through which both practice and education are enriched.

When social agencies first felt the need of training for their new workers they developed the apprentice method. Occasionally during the apprenticeship an attempt at formal instruction was carried out through assigned readings and regular conferences but the content of discussion centered mainly about the particular agency's function and method of work, and major emphasis was placed upon the practical work to be accomplished. Apprenticeship, however, did imply a teaching-learning relationship between supervisor and apprentice as they dealt with the day-to-day material of the agency's work. Apprenticeship was also characterized by an awareness of progressive development in ability to perform, recognized by salary increases at the end of specified time units. The new worker was required to remain in the employ of the agency for a definite period of time, indicating that the well established social agencies in larger cities undertook no responsibility for training for other than their own needs. "Such an apprenticeship," Dr. Jesse Steiner comments, "cannot be called training for social work, for it gives the worker no well rounded view of the whole field but prepares him merely for specific tasks within a single organization." [3]

Schools of social work were started in the beginning of the twentieth century by social workers to provide a broader, more formal preparation than was possible through the efforts of separate agencies under the apprenticeship plan. During the years schools were staffed by social agency executives giving part time to teaching, they maintained a close relationship to the field. As the schools began to reach out toward university affiliation they were required to build curricula with roots in whatever academic subjects contributed to a basic understanding of social work practice. The result was that social work education became too largely the business of the schools. In the dichotomy between school and field, agencies grew defensive of their practice, their limited funds, and their staff. Schools entrenched in the perfection of their theory were accused of remoteness from the chang-

[1] A. M. Carr-Saunders and E. Wilson. *The Professions.* Oxford University Press, 1937.

[2] "A Suggested Statement of American Association of Social Workers Purposes," THE COMPASS, April 1938.

[3] Jesse F. Steiner. "Education for Social Work," *American Journal of Sociology,* January 1921, p. 481.

SCHOOL OF SOCIAL WORK
University of Illinois
Navy Pier CHICAGO

ing reality of the social work world. For a time the depression with all the pressures it brought to bear upon social agencies seemed only to increase the gap between schools and field. In the end, however, the rapid growth of public agencies, the changing function of private agencies and the increased demand upon schools of social work to fill not only an unbelievably large number of positions, but a long list of entirely new ones, strengthened again channels of communication between the field and those who were feverishly preparing workers to take on heavy responsibilities in newly defined areas of social work.

At present not only are the trends in education for social work significant but the auspices under which plans are being developed represent a large number of local, national, and official groups. Field work supervisors are probably closest to individual schools in unifying course content and field practice; from their experience they also help to modify and create the substance of what goes into both class room discussion and field work. As state public welfare organizations have been established and, in some instances, have set up training districts in connection with schools of social work, or even for their own staffs, they have formulated the body of knowledge which is pertinent to their practice. Not only state public agencies but federal agencies have formed divisions of technical training to clarify their own needs and carry forward programs of professional education that will dovetail with the opportunities available through schools of social work. Going back to Federal Emergency Relief Administration days, when a joint committee of the Association of Schools of Professional Social Work assisted in advising on scholarship plans, the reciprocal relationships between schools and field in public welfare progress have been strong. Ever since the beginning of the Social Security Board, a committee from the American Association of Schools of Social Work (on which the American Association of Social Workers has been represented) advisory to the United States Children's Bureau and the Bureau of Public Assistance has contributed to the tentative plans for staff development, recognizing that as the work grows modifications will be necessary.

National functional agencies are also concerned in defining the substance of professional education as it relates to their particular fields. The Family Welfare Association of America, for instance, has had a committee on professional education for the past few years. Composed of public and private agency workers as well as school faculty, the committee has concerned itself not only with problems centering about selection of students and courses, but also with the means of strengthening agency and school relationships. Within the last year the National Association of Travelers Aid and Transient Service has consciously sought to bring to schools of social work the particular needs of its field and clarified the ways in which pertinent material may be introduced into the curricula. The American Association of Medical Social Workers has for long years been in a position of authority with respect to the substance and quality of medical social work courses. Other national agencies are giving increasingly more time and attention to the professional preparation of their future practitioners.

The American Association of Social Workers is concerned most directly with the maintenance and extension of standards in all areas of social work, and will necessarily assume responsibility for defining and analyzing the qualitative and quantitative needs which professional education must be strengthened to meet. A professional association has a primary stake in evaluating the equipment existing educational opportunities have provided, and testing this equipment in the light of new requirements for competence which are being produced in a changing practice.[4] The American Association of Social Workers cuts across all fields of social work, and its membership requirements and familiarity with general practice offer much needed support in the general development of professional education.

From a different point of approach the American Association of Schools of Social Work has concerned itself primarily with building standards to guide schools of social work and to bring some uniformity into course content. Until now, limited funds have made more difficult this formidable task. A recent gift of thirty-six thousand dollars ($36,000) from the Rockefeller Foundation will be used during the next three years for the development of schools of social work and for research particularly in the content of preparation for public services. Already a large advisory committee has been appointed representing the fields of practice involved.

Any understanding of the changing emphases in our education for social work presupposes some such review of the various directions from which stimulation and guidance are coming. The pattern is complex and

[4] Preliminary Proposal for a Study of Professional Education from the Division on Personnel Standards, American Association of Social Workers, April 16, 1937.

often confusing in its contradictory utterances, but the vitality of the forces and the constant efforts from central organizations to sift out what seems most valuable would seem to assure us of agreement on concepts to be inculcated and agreement on procedures which offer channels for continuous exchange of thinking and joint planning.

Professional education is not static. What has happened in the last few years as the result of the rapid growth of public services, for example, is only the beginning of a whole new educational structure which will expand and change in its turn as the Social Security Act is in operation longer. The inevitable struggle for qualified personnel has only just begun, and the preparation of such personnel requires a thorough study, step by step, of the various aspects of the work.

Public agencies have influenced the trend of professional education. Case work, for example, in the present public welfare agencies centers about the determination of eligibility and service in any of the categories as defined by law. Since eligibility alone is the basis of case load—and we have not yet apparently exhausted the number of persons eligible under the law—the size of case load has made possible only a minimum of case work service even where the client asks for it and it is recognized as a means of preparing him to carry on alone in the future. According to Antoinette Cannon, "The question has been raised whether we now actually have in existence two kinds of social case work, one tending to be more and more psychiatric or 'clinical' in character, the other tending to be more 'categorical!' 'Categorical' case work is thought to be more closely allied to community organization than is the 'clinical' social case work. It is also thought of as closely allied to public welfare, and as having in it a large administrative element which relates it to the other administrative activities in the general field of social work." [5] Under such a plan elementary case work courses would stress the process of individualization which is a requirement for all practitioners alike, while courses in the "clinical" type of case work would emphasize the treatment relationship more particularly as it pertains to psychiatric content.

While I have taken case work as an illustration for public welfare workers, in addition to basic case work a group of supporting technical courses is being organized to cover such subjects as community organization, social insurance, public housing, public finance, public assistance, social legislation, and agency organization and administration. Indications are that practitioners in this area will be concerned not only with the problems of the handicapped and the disadvantaged, but their attention will be directed increasingly to the correction of the forces in the social, industrial, and political structure which create the problems of their clients.

Controversy has centered particularly upon the training desirable for public administration. Outside the professional fields the conviction grew that administration was a body of knowledge in and of itself which could be applied by those who were not familiar with the function of the agency they were administering. In many colleges and universities, both graduate and undergraduate courses in public administration were built up. Social work joined other professional fields in holding that a knowledge of administration alone was not "an adequate preparation for policy-making and policy interpreting." As Wayne McMillen says, "Social workers are in complete sympathy with the effort to improve the quality of governmental service, but they are persuaded that the public social services will be more constructively administered by those who have experienced a baptism of fire in the actual field of social treatment than by those unacquainted with the dynamics of social practice." [6] Interestingly enough at its last meeting the American Political Science Association, which had been very active in the promotion of training for public services, stated that professional training in a field is preferred as basic education for public administration per se, and that the responsibility for defining qualifications and curricula for their respective fields should be left to the various professional associations. Here again professional education on a broad foundation has won out over a narrow technical training.

Although the American Association of Schools of Social Work has long included among its members state universities, some of which have been land grant colleges, the pressure for a large number of public welfare workers has led to an accelerated development of social work courses in state universities. Advocates of education for public welfare by state universities stress the real need of additional schools of social work in which training for rural work is emphasized, and the logic of tax-supported state universities carrying educational plans for tax-supported public welfare programs, especially when the

[5] M. Antoinette Cannon. "Curriculum Changes." *Bulletin* of the New York School of Social Work, July 1937.

[6] Wayne McMillen. "Education for Social Practice," *Survey*, May 1937, p. 141.

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Do Social Workers Want A National Vocational Service?

By **Arthur Dunham**, Director, Study of Vocational Services for Social Workers

The advice and help of AASW members, individually and collectively, is needed in connection with a current attempt to find the answer to three questions. These questions are:

1. Does the field of social work need and want a national vocational service?
2. If so, what should be the program, organization, and basis of support of such a service? How far should such a service resemble or differ from the present Joint Vocational Service in its program, organization, and basis of support?
3. If no national vocational service is needed, what is the most desirable alternative?

The history of the American Association of Social Workers has been closely intertwined with the development of professional employment service for social workers. In 1912 a special division of the Intercollegiate Bureau of Occupations was organized to handle positions for social workers in social agencies. In 1917 this department became a separate organization known as the National Social Workers Exchange. In 1921 the members of the National Social Workers Exchange became the charter members of the American Association of Social Workers.

From 1921 to 1927 the vocational and placement work previously carried on by the National Social Workers Exchange was continued by the American Association of Social Workers as a bureau of the AASW. However, there was a growing feeling among the membership of AASW in favor of complete self-support (that is, support from membership dues alone) and it seemed probable that this goal could not be attained if the placement service was continued as a part of the AASW national program. At the annual meeting of the AASW in Denver in June, 1925, after warm and prolonged discussion, it was voted to take the necessary steps to transfer the Vocational Bureau of AASW, not later than January 1, 1927, to other auspices, under conditions that would safeguard the interests of professional social workers.

The Birth of JVS

As a result of this action, Joint Vocational Service was organized and began operation on January 1, 1927, as a "joint" vocational and placement service for public health nurses and social workers. JVS continued on this basis until July 1, 1938, when the Public Health Nursing Placement Service was transferred to the Nurse Placement Service in Chicago. This leaves JVS at present a vocational service for social workers and social agencies exclusively.

The Board of Directors of JVS is made up of 28 persons representing 15 national agencies together with six members at large. The AASW appoints eight members of the Board, and each of the following organizations is represented by one member: American Association of Medical Social Workers, American Association of Psychiatric Social Workers, American Association of Schools of Social Work, American Public Health Association, American Public Welfare Association, American Red Cross, Child Welfare League of America, Community Chests and Councils, Family Welfare Association of America, National Catholic Welfare Conference—Social Action Department, National Committee for Mental Hygiene, National Conference of Catholic Charities, National Conference of Jewish Social Service, National Tuberculosis Association.

The cost of operation of JVS has come from three sources: (1) fees from workers placed in positions; (2) service payments and contributions from employing agencies and national agencies; and (3) grants from foundations and a few other individual contributions.

What is Needed Today?

At the present time the whole situation requires a sweeping reexamination. The situation in regard to public welfare services and professional positions has changed completely since JVS was organized. The present budget is not adequate for an effective vocational service on a national basis and there is a whole series of questions in regard to the program and organization of JVS and the relation of its present service to the needs of the field.

Some of the specific problems which demand solution are the following:

1. Is it practicable to operate effectively a *national* vocational or placement service for social workers? In what city should such a national service be located? Should it have branch offices? If so, how many, and where should they be located? Would branch organization be worth what it would cost?

2. How should a national vocational service be organized? The present form of organization for all practical purposes leaves JVS without any real "constituency" or group who feel a continued interest in and primary responsibility for the agency. Individual social workers and employing agencies use JVS when they need its services in specific instances, but for the most part they have no feeling of a continuing close relationship. Even in the case of the national agencies which appoint members to the board, the board member is often regarded as serving primarily as an individual and not as an official delegate of his agency.

3. How can a national vocational agency be adequately supported? The present budget is inadequate to a well-rounded program, and questions arise also as to whether there might be developed some plan of support which would be better adapted to present needs and circumstances.

A Study of Vocational Services

A Special Study Committee of JVS, representative of the various divisions of the field of social work and the various sections of the country, is attempting an open-minded and realistic study of this whole problem. Elinor Blackman of New York is the chairman of the committee; the members (nearly all of whom are members of the AASW) are: Pierce Atwater, St. Paul; Ralph S. Barrow, Boston; Ralph Blanchard, New York; Antoinette Cannon, New York; Leah H. Feder, St. Louis; Mary Gibbons, New York; Marion Hathway, Pittsburgh; Alma Haupt, New York; Ruth Hill, New York; Arlien Johnson, Seattle; Rhoda Kaufman, Atlanta; Hyman Kaplan, San Francisco; Margaret Leal, New York; Mary E. Lucas, New York; George Rabinoff, New York; Roy Sorenson, Chicago; Mary Stanton, Los Angeles; Marietta Stevenson, Chicago; Agnes Van Driel, Washington.

The actual staff work of the study is being carried on by two other persons, both of whom are members of the AASW: Arthur Dunham of the faculty of the Curriculum of Social Work of the University of Michigan, as Director of the Study, and Mrs. Dorothy Dulles Bourne, formerly Director of the School of Social Work of the University of Puerto Rico, as Associate Director.

Field visits are to be made to some twenty-five communities, including the Pacific Coast, but participation in the study is sought from a much wider range of communities representing every state and section of the country.

The Study Committee has published a leaflet, *Vocational Service for Social Workers,* which gives background information about the study and the problems involved, and which includes questions for discussion for chapters of the AASW for individual social workers and employing agencies. Additional mimeographed sheets of questions will be available for special groups such as national agencies, schools of social work and state welfare departments.

AASW Help Requested

A letter is being sent by the Study Committee to state councils and to chapters of the AASW asking that the chapter as a whole or an appropriate committee (such as the Executive Committee, Personnel Standards Committee, or some special committee) give careful consideration to this problem and particularly to the questions for AASW chapters as contained in the above mentioned pamphlet. The Study Committee is anxious to have the written conclusions, suggestions and comments of each chapter. These should be sent to Arthur Dunham, Joint Vocational Service, 122 East 22nd Street, New York, not later than *December 15, 1938.*

In addition, it is planned to send to a "sample" group of AASW members (sampling, rather than circularization of the whole list is necessary because of the expense) a questionnaire which will seek to ascertain how many changes of jobs these social workers have made during the past three years and how far JVS has been of service in connection with these changes. It is hoped that a similar questionnaire can be sent also to a group of employing agencies.

The Study Committee would like to have also suggestions and letters of comment from individual social workers. Any member of the AASW who is interested may have a copy of the study leaflet, *Vocational Service for Social Workers,* on request, up to the limit of the available supply.

As the Study Committee has said in their leaflet:

> "The question at issue in this study is not merely What is the future of JVS? It is the much broader problem: Does the field of social work need and want a national vocational service? If so, *what kind of a service does it want, and what kind of a service is the field of social work able and willing to pay for?*
>
> "This is a problem not alone for any small group of national agencies or social work 'leaders' but for the social workers and social agencies of the United States. The problem rests squarely with the profession of social work. The solution, if it is sound, must be a decision of the profession, arrived at on the basis of democratic discussion and decision."

Activities of the Housing Committee of the Utah Chapter

By **Ann Sundwall,** Chairman of Housing Committee

Chapter fact-finding on needs and costs contributed to the establishment of a new city housing committee; and the chapter, together with other social forces represented on the committee, has pledged itself to continuous assistance with respect to data available through existing services to families under local public and private agency care.

THE Housing Committee of the Utah Chapter renewed its efforts during the early months of the year to awaken interest in the question of housing. During the preceding year legislation providing for local housing authorities was defeated because too few individuals had knowledge of actual housing conditions, or failed to recognize the need for such legislation.

An attempt was made to collect information about housing conditions in Salt Lake City. It was difficult to find current and accurate data. Information from real estate agencies conflicted with reports of housing shortage made by public-health and social agencies. The most recent data of significance were contained in the real property inventory made in 1934 by the Department of Commerce. The study included 27,327 residential structures, representing 37,299 dwelling units. Following are the results of this study of conditions in Salt Lake City in comparison with the total results of the study in 64 cities.

64 Cities	*Salt Lake City*
18.1	18.9 per cent of all dwellings either needed major repairs or were unfit for use.
16.7	16.2 per cent were more than 40 years old.
20 6	16 9 per cent rented for less than $15.00 per month.
4.0	7.0 per cent owner-occupied dwellings valued under $1500.00.
20 7	26.4 per cent were units with one, two or three rooms.
16.8	24.3 per cent were overcrowded.
5.0	2.0 per cent had no running water.
8.1	1.3 per cent lacked gas or electricity.
13.5	8.7 per cent had no private indoor water closet.
20.2	10.2 per cent had neither bath tub nor shower.

The Salt Lake City Board of Health reported that there were more than 100 houses in Salt Lake City which should be condemned because of insanitary conditions. However, it was impossible for the occupants to find places to which they could move.

The Salt Lake City Real Estate Board estimated that the cost of housing in Salt Lake City is between $3500 and $4000 per family unit and that rentals averaged $35.00 per month. The information compiled by the Works Progress Administration for the years 1924 to 1934 indicated that 71.6 per cent of all heads of families in Utah received less than $1500 annual income. Considering 20 per cent of the family's income as a normal rent budget, few families in the State could afford adequate housing.

During the past ten years there has been a decline in building in Salt Lake City and an increase in the population. In 1925, according to the Salt Lake City Real Estate Board, 947 residential building permits were issued as compared with 42 in 1934, and 466 in 1937. At the same time it is estimated that the population has increased from 129,000 to 142,000 in 1935, and 145,000 in 1937.

On the basis of the information collected, the Housing Committee made the following recommendations which were approved by the chapter, May 23, 1938:

1. It is recommended that efforts of various groups interested in housing be coordinated in a housing council to be appointed by the City Commission. The council should serve to study and report on housing conditions in Salt Lake City. Public-health, social agencies, real estate agencies, labor, business and civic groups should be represented on the council. It is desirable that a consultant on housing be secured to assist in establishing the program in Salt Lake City.
2. The Utah Chapter should offer its assistance in promoting adequate housing legislation as a means of eliminating unsafe and insanitary housing and providing adequate housing for families of low income.
3. It is recommended that social agencies make a careful study of housing conditions of families under care to show how they are living. A study of rents paid for families should be made to show the difference between actual rents and the

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American Association of Schools Plan Research and Development Program

A three year program of development and research is to be undertaken by the American Association of Schools of Social Work under a special grant from the Social Science Division of the Rockefeller Foundation. The program of development will make available to member schools and to new schools the service of a field secretary for advice and consultation with reference to questions of administration, curriculum planning and field work resources. Inter-faculty conferences will be organized on a regional basis to promote the discussion of problems pertinent to the schools and to agencies within given areas. The first such conference was held in Bryn Mawr, May 7-8, and it is planned that the second will be held in the middle west in October. Other plans for development are being formulated.

Particular attention will be given to the new programs of social work education within the state universities, principally in the middle and far west where the need for trained personnel has brought requests to the state universities to establish curricula particularly designed to prepare for the public welfare field. Believing that all possible assistance should be given to these institutions, the Executive Committee has appointed an Advisory Committee on State Universities and Membership Requirements, with Mr. F. Stuart Chapin, University of Minnesota, as Chairman. Other members of the Committee are: Mr. Roy M. Brown, University of North Carolina; Mr. Stuart A. Queen, Washington University; Miss Leila Kinney, University of Cincinnati; Mr. Louis E. Evans, Indiana University; and Miss Arlien Johnson, University of Washington. A preliminary report has been issued by this Committee and plans are under way for a joint conference with representatives of the Association of State Universities and the Association of Land Grant Colleges.

The responsibility of the Schools for preparing workers to meet the new demands of public welfare and social insurance programs of the state and federal government will constitute the central emphasis of the research program. In the course of the study the types and number of professional personnel required by the public social services will be examined, and the standards and content of existing professional curricula will be reviewed. The research will be under the general direction of the Executive Committee with the assistance of an Advisory Committee composed of representatives from federal and state bureaus, and national agencies within or related to the field of social work. Mr. Fred K. Hoehler, American Public Welfare Association, is Chairman of the General Advisory Committee. The first meeting of the Committee was held in Washington, May 21, 1938, and the possible scope and limitations of the research program were formulated. A definite plan under the direction of a Research Associate will soon be under way.

The officers of the Association are: Mr. Wilber I. Newstetter, President, Western Reserve University; Miss Marion Hathway, Secretary-Treasurer, University of Pittsburgh. Members of the Executive Committee are: Miss Arlien Johnson, University of Washington; Miss Margaret Leal, New York School of Social Work; Mrs. Alice L. Shea, University of Minnesota; Mr. R. Clyde White, University of Chicago; and Miss Elizabeth Wisner, Tulane University.

Federal Civil Service Announcements

In accordance with the agreement between the U. S. Civil Service Commission and the national office of AASW, a list of chapter chairmen for 1938–39 has been sent to Washington, D. C. The Commission has agreed to send regularly to chapter chairmen announcements of examinations which are scheduled. It is by this means that members in chapter territory may be in position to learn of examinations announced in connection with positions under federal civil service, even though these may be received too late for inclusion in the current issue of THE COMPASS.

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Storm Disaster Relief

Members of AASW chapters and other social workers in New England and portions of New York state are playing their parts in emergency and rehabilitation work, resulting from what seems to be the greatest hurricane disaster in the history of the North Atlantic area. And at the moment of writing, Charleston, South Carolina, has been similarly affected. The American Red Cross, naturally in charge of the bulk of disaster relief, has on its regular staff and on call in greater numbers than ever before trained social workers with disaster relief experience.

There is irony in that fact. That a large corps of social workers and other groups can be so readily mobilized today is due to the fact that flood, storm and other disasters have been felt in such rapid succession in this country over the past few years as to result in a long list of people with this experience of giving aid. There is another irony in the fact that there are whole forces representing unemployment which in turn has made it possible for WPA Administrator Harry L. Hopkins to pledge the help of the WPA and other federal units to stricken areas. These things mean, however, larger resources with which to meet promptly and efficiently the present catastrophes.

Communication was delayed or impossible for many days. Some reports received from AASW chapters in Rhode Island, Massachusetts and Connecticut indicate that private and public state and local social agencies are lending cooperation to expedite Red Cross organization of work to survey human need and property damage and to coordinate first aid and rehabilitation. Mention is made of both paid and volunteer services of social workers who have been transferred to work under the Red Cross. All manner of agency restrictions were, of course, lifted to facilitate the first stages of assistance. Available beds in institutions were turned over for victims of the disaster in some places. Relief workers, themselves scattered over wide areas, required special provisions and in some places state institutions prepared the food necessary for this purpose. Previous local flood experience in certain areas, it is reported, has been evidenced in the planned procedure in matters of immediate cooperation and action as between mayors' committees, ARC and other social agencies and in the matter of well-considered personnel assignments.

Requests from ARC for agency staff personnel may as usual increase as rehabilitation work progresses. It is possible, however, that the Red Cross is in a position to draft more directly than ever before the services of social workers recently in its employ in disaster work in various parts of the country. The Joint Vocational Service for instance has not had the rush of Red Cross requests for candidates that characterized the situation last year and the year before. It is reported in fact that a nucleus of social workers in very recent years have been engaged almost continuously in emergency and rehabilitation work resulting from disaster.

National Office Field Visits

The executive secretary, Walter West, is carrying a heavy schedule of visits into the field and reports live chapter and regional interest in program.

Before leaving the West Coast following the AASW Delegate Conference and the National Conference of Social Work in Seattle, he visited the chapters in Oregon, San Francisco, Sacramento, Los Angeles and San Diego. After a short period in the national office, he spent several weeks in the field visiting chapters and attending the regional conference of "Plains States" chapters in Denver, September 16th and 17th, and of the Southwestern chapters in Dallas, September 24th and 25th. He was able to have brief visits with members of the Utah Chapter and the Kansas City Chapter. He also went to Columbus for meetings of the Ohio State Council for October 5th and 6th, and to Wilmington, Delaware, and Baltimore, Maryland, for chapter meetings in those cities later in the month.

In Memoriam

Graham Romeyn Taylor

Whose pioneering social conscience and influence are an important chapter in social work development.

The Chairman Examines the Chapter

Summary of the 1938 Annual Report of **Norma Y. Queen** as Chairman, Denver Chapter

Editor's Note: The problems which Mrs. Queen found in Denver, are typical of those which confront active chapters and chapter chairmen everywhere. Healthy dissatisfaction with itself—or rather with the limitations of its resources—pervades the chapter's whole Annual Report for 1937–38, but arises evidently not from lack of accomplishments but from recognition of the size of the job it might do. COMPASS *space limits description of all of Denver's many activities during the past year, but we have noted (p. 25) its approach to recruiting and the orientation of social work students to the Association.*

WHEN I entered my term of office, I hoped that the year 1937-38 (1) would bring about more active participation by a larger number of members in chapter affairs, (2) would use members as committee chairmen who had never before been used, (3) would have more vital committees, (4) would witness more carefully planned programs, (5) would see more effective social action. Yes, these objectives were motivated by the age old complaint that the chapter never does anything. In order not to appear defensive, I shall not attempt to evaluate the success or failure of my cherished aims. I believe, however, it is time we examined some of the impediments which confront a chairman as she takes the gavel and calls the meeting to order.

Meetings

This year, through the efforts of an excellent program committee, I have heard constantly, "The meetings this year are much better than ever before." Why? They were planned months in advance and definite responsibility was given to definite persons or committees to carry them out. A "Barkers Interval" provided time to tell of interesting material from national, of the regional AASW meeting at Omaha and of national committee meetings. There was a definite time schedule for every part of the program. Each meeting used at least one chapter member as a speaker on the formal program. The persons responsible for the meeting introduced the speakers. Discussion was assured by having a few questions given out in advance. As many different members as possible were asked to read committee reports or other communications to the chapter. The efforts of the social committee at arranging places and using occasional "ice breakers" helped to create an atmosphere of congeniality. A special discussion experiment at the April meeting broke all records in freedom of speech and in the numbers who expressed themselves. (Attendance at meetings was estimated to have averaged somewhat more than a third of the membership).

Committees, Vital Statistics and Otherwise!

One hundred and two names appear on our committee lists; 14 members served on 2 committees and 2 on 3. Of 15 committees, 5 had changes of chairmen and when you consider that they were among our most important ones, you perhaps have the answer to any criticisms leveled at the chapter this year. These committees were inactive for months at a time while a good person to take the place of the old chairman was sought. One committee died when the chairman left town and could not be replaced. Such important committees as Government and Social Work and Personnel had only three or four meetings the whole year! I admire a person who realizes he can't go on and resigns, or one who refuses to take an appointment because of pressure of the job or other duties, but it makes it very difficult to get anything done. *The reason constantly given for resignations or refusal to accept appointment was inability to do both the job and the extra curriculum activity.* This is very significant, especially when you realize that in desperation the chapter chairman finally took over one committee, which would have been impossible if she had been employed. What are we to do? It takes time, energy and persistence to get a committee to work and to achieve results.

Many said they would be glad to serve on a committee but wished no special responsibility. Yet chairman after chairman has come to me discouraged over poor attendance at meetings. How can you decide to support or oppose any question on earth, unless you study it? How can you study it unless you go to meetings?

We have tried every device known, to allow every member an opportunity to serve on a committee. One year we mailed a list of committees with a request to check and to return your preference. This was done after the proposed work of the committees had been outlined at the first meeting. Out of 140 letters we had 7 returns. We tried having committee meetings right after the dinner; several left early and many never attended after that. This year we tried assigning every member to a committee. We said, if you prefer another committee, say so. Only two members asked to be changed! That didn't work either. If you want to be on a committee and aren't, let us know how you think it can be worked.

On the other hand, I have never asked anyone to help on a special project without the best of response. Members will wash dishes at a tea, write invitations or spend hours making dolls for an exhibit and talk for weeks about the wonderful time they had. What's the matter with our committee meetings? Or with me or with you?

Social Action

By now you should be ready for even this controversial subject! Constantly we are compared with the Medical Association, the Women's Citizen League, this or that organization "which does so much." The doctor pays $25.00 a year to his medical society; he has an executive secretary plus stenographic help. The Women's Citizen League has a group of women with leisure to sit for hours at a hearing on minimum wages, or in the governor's or mayor's offices. Neither these women nor the doctors are paid by some of the very forces they find it necessary to combat. How many of them have jobs at stake in comparison with us? Count up the time you have given to some other organization for social action and compare it to what you gave to the AASW. Are you going to have action without acting yourself? In spite of all, we did do a number of things in this field. (Ed. note: These are listed in the full report).

Special Problems of Organization

1. Lack of money for stenographic service: Your chapter chairman has written over a hundred notes, letters and reports—all in longhand. The corresponding secretary was able to send out only post cards for meetings when we should have had mimeographed material distributed on subjects which were to come up for discussion.

2. Lack of a good filing system: Already the minutes of Don Howard's term of office have been lost. Material is scattered in every chairman's home under beds, in closets, in trunks. There is no system of filing. We should have steel files in a centrally located place. We need an office.

3. Difficulty of disseminating material from national, due also to lack of stenographic service. We have tried to read every report at our meetings but those who miss meetings, miss the information.

4. The chairman spends so much time giving stimulus to committees and committee chairmen, there is none left to develop new projects. I had wanted very much to get our group of non-practicing members together to study lobbying, with a view to using some of them next year in the legislature.

5. Administering the chapter is very much like administering an agency: We don't expect to change the executive secretary of an agency with 145 employees, every year. Neither do we expect him to learn the job while doing another and to produce astounding results! Yet we elect our chairman to take office July 1 and expect him to organize 15 committees, to keep them enthusiastic and happy, to know everything that goes on in Denver that affects social work and to learn how to do all this while holding down a full time job. It takes until January to "get the feel" of things and then in June you're replaced just when you might begin to be effective.

6. To have a meeting in September, all committees must be appointed by August. This means that the Executive Board must meet all summer.

Recommendations

1. Less change of key officers every year.
2. Greater use of married women who still carry an active membership card in the chapter.
3. New Members Committee to give more orientation seminars to each new member, on the structure and function of the Association, nationally and locally. A more informed member is a more intelligent, a more interested and a more active member.
4. A similar series of meetings for present members. Three of our members asked me who was on our local Board! This was in February, 1938. We might copy Margaret Byington and have "What Every Social Worker Should Know About Her AASW."
5. Either the committee chairmen to become members of the Executive Board or to be on the Program Committee with that chairman on the Board, so as to have a better coordination of committees. We tried two joint meetings of Board and committee chairmen, but that isn't sufficient. However, this recommendation means more time from chairmen.
6. Continue to participate in regional AASW meetings to bring national closer to local chapter. Work towards greater field service from national.
7. Less grumbling on the part of members and more suggestions to the chapter chairman as to what is wrong and how to correct it. We consider it poor case work to be judgmental towards our clients. Why don't we analyze the faults we see in the chapter and be understanding of it too?

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Changing Emphases in Professional Education

(Continued from Page 12)

cost of education in state universities is so much lower than in private educational institutions and when state residence is a requirement for employment. Salaries for public welfare workers are low and not likely to attract many social workers with adequate professional education. On the other hand, college graduation has been made a requirement for many public welfare positions and yet college graduates without any special preparation in social work are less likely to meet the comprehensive demands made upon them. The situation has resulted in the widespread introduction of under-graduate courses in social work which have created confusion and misunderstanding as to what really constitutes professional education in public welfare.

The Association of Schools of Social Work has been concerned over the threatened breakdown of graduate standards and the quality of course content when instructors lack competence in the field of professional practice even though they are competent teachers of social science. Moreover, field work within a reasonable distance of many state universities is a problem which centers around adequate field work supervision and facilities for transportation in rural districts. The American Association of Social Workers is also being pressed by special applications for membership from persons who have not had the educational background to meet their qualifications. At one point the threat of a separate association of universities offering education for public welfare and a separate association of public welfare workers seemed imminent, but help to the state universities in clarifying the nature of professional standards and the reasons for them has apparently averted this danger. Both our professional association and the association concerned primarily with standards of professional curricula are trying to build sound programs for public welfare in the state universities directed toward a broad basis of education rather than preparation for a craft.[7]

Leaving now the particular constellation of factors centering about education for public welfare, one is aware of a recent trend in social work toward an evaluation of practice. For a long time social workers and, for the purposes of our study, case workers in particular, have been so involved in the day by day job that they have failed to explore the validity of the methods of case work as a basis for the further improvement of skills. Unlike medical practitioners they have not been concerned with research which would add to our accumulated knowledge of process. Recently, however, in spite of all the well known imponderables, social work is attempting to appraise the results of its practice, and if we continue in this direction as energetically as we have in our efforts to improve technical proficiency, the possibilities for research will be unlimited. Professional education is responsible for giving future practicing social workers a receptive attitude toward research and a basic understanding of its methods as well as preparing a smaller group with social work background for research in our field. In child welfare the Federal Children's Bureau stimulated studies in infant mortality, child labor, juvenile delinquency, illegitimacy, and other problems. While other fields have been less fortunate in the existence of such an agency to inspire their research, they have begun recently both as research groups and as individuals to examine more closely into the structure and method of their work.

The place of field work has changed since the time when it was accepted as a series of unrelated experiences, more or less routine and often of questionable educational value. Agency supervisors were not always skilled in supervision nor, under the pressures of their other work, particularly interested in students whose exact position in the agency had never been defined. For some time now, agencies and schools have been exploring not only the content of field work, but its relation to other courses and the way in which it can be realistically and constructively integrated into the whole learning process. Class material must repeatedly be discussed in the field so that the student is helped to relate it to practice. This repetition, re-emphasis, and reinterpretation, through field work supervision, both individual and in groups, clarify for the students the actual meaning of theoretical concepts because, in field experience, he sees them not in a vacuum but as he himself must make application of them in relation to particular practice. This implies on the part of supervisors in the agencies not only skill in case work but teaching ability and responsibility for constant awareness of the relation between what the school teaches and what field work experience is giving to students. "One of the weightiest problems with which the philosophy of education has to cope,"

[7] Material for the discussion of social work education in state universities has been secured from the Report of the Advisory Committee on State Universities and Membership Requirements of the American Association of Schools of Social Work, May 21, 1938, and a recent report on the same subject from the Committee on Personnel Standards of the American Association of Social Workers.

says John Dewey, "is the method of keeping a proper balance between the informal and the formal, the incidental and the intentional modes of education." [8] That balance is in a sense what we are trying to achieve in the individualized teaching necessary in field work. Interest has shifted from the number of hours of field work a student may take to consideration of the kind of field work which at a particular stage in his professional development will be most helpful. This strikes at one of the most baffling factors in field work evaluation. Unlike other course material, field work standards involve two elements. As one student after another arrives at the end of a given period at a certain stage of understanding and skill, through his work in the field, school and agencies come to think of that stage of development for the time being as the norm. On the other hand, no standards of field work achievement can be accepted as more than relative. Students vary in their way of learning, in their capacity for growth and in the speed with which they develop. In order for each to have a maximum opportunity for professional growth, no set approach or plan is possible. Students can have only limited opportunity for field work in their two years of professional education, it is true, but most schools now accept the value of field work experience in several agencies as a better basis for a broader knowledge of the problems and practices involved in social adjustment.

Groups of student supervisors and school directors of field work over the country are putting a tremendous amount of time and effort into the clarification of the complexities of field work content and evaluation.

Their inquiries cover not only the general principles involved in the teaching relationship of supervisor and students and the specific knowledge and skill which students are expected to achieve, but practical problems of method and setting, such as the place of the student in relation to the agency's function and the responsibility he may be expected to assume. Likewise the flexibility necessary in balancing the educational needs of the student with the fixed agency situation covering standards, policies, and routines especially in public agencies has been considered important. While field work has been available in case work practice, in group work, and to a lesser extent in community organization, only recently have opportunities for field work in research and administration been developed in a few schools.

Field work at the present time is not expected to produce skilled and experienced practitioners, but rather workers who have begun to show possibilities for growth in their professional capacity. One measures field work performance then in relation to the stage in the cycle that has been reached; first intellectual understanding, then a practical application of concepts that sets up the necessity for coming to grips emotionally with the situation, and finally a return to the intellectual use of that emotional situation which is what we mean by the mastery of reality. In field work, then, limited as it is, the student snatches out of the current only the fragments upon which he can dare to try out his feelings.

Growing out of the realization of the heavy demands of effective practice, several developments within the last few years point not only to the enlargement of social work curricula but also to lengthening of the time for social work preparation. In at least five schools of social work a full time program for a third year of study is now offered covering the fields of supervision, research, and social case work treatment. Some mention has also been made of a third year of specialization in public welfare. The third year includes both courses and field work. A return for another year of study after experience gives one a broader perspective and knowledge upon which to move forward. This involves, however, a certain amount of unlearning on the part of those who return to study from the field which may be quite devastating. Perhaps that is why so few people as yet have been willing to give up the security of a position for a third year of study although actually salaries are not often high enough to make possible savings large enough to warrant a whole year's loss of income. A third year of study is financially difficult also for the student who has just finished two years in a graduate school, and yet he is the one most likely to feel the need for bridging the gap between a protected student situation and the overwhelming demands of a job.

To meet this need two ways of assuring a sound continuous growth for the novices in social work are being tried at the present time. One, in the private case work agencies, is comparable to the interneship of the medical profession. It includes a more consciously planned induction of new workers into the agency relating the tasks to their recent educational experiences, and stressing the agency's role as an integrated part of a total community program as well as of a functional subdivision of social work. Supervision would focus also upon the growth of the worker as a professional person with an increasing identification with professional asso-

[8] John Dewey. *Democracy and Education,* p. 10.

ciations and a growing ability to integrate the contributions of the leaders in the field and their own practice. The content of the year of interneship in any particular field or agency is in the process of being explored but it rests fundamentally upon the quality of supervisory leadership available and upon an agency's willingness to build the staff slowly into the structure of its organization rather than to block progress by too sudden introduction to the multitude of responsibilities practitioners are supposed to meet. The question of the schools' participation in the interne year is still a matter to be settled on the basis of deciding whether a clean break from the student role will have more positive values in accelerating the development toward full responsibility or whether continued connection with the school will integrate present professional experience more helpfully with the student's earlier development.

Public agencies have approached some of the problems in what they have come to call in-service training, which "refers to those educational efforts planned by an agency and given to its staff members for the purpose of improving the services which constitute the agency's function." [9] In-service training has not been considered a substitute for professional education because "instead of being a professional discipline in broad preparation, it is a service agency's administratively constructed plan to reinforce whatever it has in personnel to do whatever it is functionally its business to do effectively" [10] A further distinction is made in that in-service training gains for the individual work-credit rather than professional status, although following professional education work-credit has a plus value. The value of work-credit, however, without a minimum professional equipment is much decreased, and Agnes Van Driel has made the point that "sound personnel standards will not be established or that such standards will not be maintained once they have been established, if in-service training is seized upon as a way whereby incompetent persons may be inducted into the agency's service and then (miraculously perhaps!!) trained to do the job while on the job."[11]

Our exploration of present day professional education for social work has been lengthy. Unfortunately it has presented merely the skeleton structure upon which future developments must be built. Certain points have been deliberately selected for detailed discussion, not because others were less significant but because these fitted our purpose and happened to be the material with which we were more familiar. Hopefully, the description of the numerous influences which are shaping the content of education for social work has clarified rather than confused the issues. In any case the professional field itself will have to proceed from this tentative analysis of complex factors to a more searching evaluation of all the important parts of our method of preparing social work practitioners for full participation in our growing field of operation.

In the past social agencies made the first attempt to train workers through apprenticeships; then the schools took up the cudgels and for some time seemed to bear the major responsibility for what should be included in the body of knowledge to be taught. Now we have returned to a period of joint responsibility in which both the field of practice and the field of education share in defining content, method and changing emphases. Only through this continuous and more consciously directed examination of education for social work can the future hope to build with strength.

[9] Agnes Van Driel. "In-Service Training," *Proceedings* of the National Conference of Social Work, 1937.

[10] Christine Robb Thompson. "In-Service Training for Social Work," THE COMPASS, February 1936.

[11] Memo. Division of Technical Training, Bureau of Public Assistance, Social Security Board, January 25, 1936.

Activities of the Housing Committee of the Utah Chapter

(Continued from Page 15)

amounts allowed in the budget for this purpose. Social agencies should establish standards of housing just as food requirements and clothing needs are set for guidance in budget making.

The Salt Lake Council of Social Agencies joined the Utah Chapter in requesting the City Commission to appoint a housing committee. The Salt Lake Housing Committee was appointed August 12, 1938, with a total of 15 civic and social agencies represented. Three members of the chapter were appointed to the committee, representing the chapter, the Council of Social Agencies and the State Department of Public Welfare. The committee is to report to the City Commission on actual housing conditions in Salt Lake City so that constructive action can be planned.

The Housing Committee of the chapter expects to continue its activities supplying the City Housing Committee with additional information. Plans are to work with public and private social agencies in establishing minimum housing standards applicable to local situations and in making a study of housing provided families under care of the agencies.

Announcements—National Office Staff

Grace F. Marcus is a member of the Association's staff, having accepted a position as assistant executive secretary October 1st.

Miss Marcus, who has been case consultant in the Charity Organization Society of New York for ten years, is widely known among social workers as one of the outstanding contemporary contributors to the literature on social work practice and through her teaching of extension courses in the Smith College School for Social Work and in the New York School, as well as through her active participation in the Association as a member of the Executive Committee and chairman of the Division on Personnel Standards. In 1927 she made a study of the relief practices of the Charity Organization Society and in "Some Aspects of Relief" made a report of the study which was influential in clarifying the nature of relief as a resource whose uses could be reconciled with the objectives of case work. Before 1927 Miss Marcus had been engaged in psychiatric case work, and was general psychiatric case work supervisor in the child guidance clinic demonstrations conducted by The National Committee for Mental Hygiene under the Commonwealth Fund. After graduation from Smith College School for Social Work, she had a diverse experience in the Industrial Division of the U. S. Children's Bureau, in a special study made for the State Board of Charities of Connecticut, and in the Department of Child Welfare of Westchester County.

Miss Marcus will bring into active full-time service of the Association her lively and well-developed interest in the problems which social work faces in attaining professional adequacy and influence. Her concern for organizing the content of the special knowledge of social work, and her interest in the mobilization of its experience parallels closely the Association's field of work. These assets will be useful in anchoring the program more securely to the interests of those involved in the daily practice of social work. These are assets which should make the National staff more effective as a channel to be used by the membership in dealing with the problems of selection and professional education of social work personnel, and in giving the practice of social work a more influential voice in social policy.

Mrs. Elisabeth Parker Mills, as announced in the June COMPASS, joined the staff in September. Mrs. Christine Robb Thompson, who resigned from the staff a year ago, was persuaded to return on a part-time basis and was in direct charge of the office during a three-weeks' absence of the Executive Secretary in September. Thomas H. Hoare, as announced in the last issue of THE COMPASS, has left the staff to take up his new duties with the Greater New York Fund, but is drafted for spare-time service to the staff. Florence (Mrs. Graham R.) Taylor left the Association's staff August 15th.

WALTER WEST

JVS Loses Lillian Quinn

After her many years of devoted service, it will be difficult for social workers throughout the country to think of the Joint Vocational Service without Lillian Quinn as its director. According to a statement from Elinor Blackman, chairman of the JVS Board, Miss Quinn resigned from this position August 1st to become the director of the Council of Social Agencies of Westchester County, New York. This very real loss to JVS will be a gain to the Westchester Council.

The AASW membership will want to know that the JVS is operating as formerly with respect to registration and placement of social workers. For the next few months Mrs. Grace McMillan will be the acting director.

She Failed to "Cooperate"

(Continued from Page 6)

istration of the civil service provisions of the Public Assistance Act) refused to become involved in any way, taking the position that during the probationary period a local board could dismiss any of its employees and that all that was necessary was that the local board file with the Employment Board a statement of its reasons. They indicated that under the current regulations they would feel obliged to accept such reasons regardless of how adequate they might be. If Pennsylvania is to have civil service in spirit as well as in letter, it is obviously necessary that the Employment Board should change its attitude on this point. If a competent administrator is to be left at the mercy of irresponsible and inexperienced boards whose reasons for dismissal cannot even be questioned, Pennsylvania must face the fact that competent administrators can never be attracted to its public assistance program.

Chapter and Professional School Collaboration in Nebraska

By **Ernest F. Witte,** Chairman of Nebraska Chapter

THE chapter, at its annual meeting in May, voted to adopt the program of its Committee on Scholarship and voted to contribute $100.00 for the establishment of an Edith and Grace Abbott Scholarship Fund to be awarded to the most meritorious applicant wishing to attend the Graduate School of Social Work at the University of Nebraska, the scholarship to be awarded each semester. This scholarship also carries free tuition. The chapter felt that it could do nothing more worth while with its funds than to facilitate the professional training of persons who might otherwise find such training impossible. No restrictions as to age, color, sex or geography were imposed. To support the scholarship the chapter voted to increase its annual dues by one dollar. The chapter also voted to establish the Hattie Plum Williams Loan Fund to aid students who require temporary financial assistance while attending the Graduate School. It was thought that some students who receive the scholarship may later wish to repay the grant made to them and such re-payments would automatically be turned in to the loan fund.

The chapter may experiment this year with plans for giving applicants for admission to the chapter a written examination covering the history of the AASW, its purposes, its functions and the contribution which the applicant as a member may make to the chapter. It is hoped that by this method the applicant may thus increase his knowledge of the organization to which he is applying which will help him become a more useful member and which will give him a background for participation in the activities of the organization and perhaps prevent those persons from joining who do so merely because it seems the thing to do.

The Graduate School of Social Work requires all students to take a course in professional ethics. This course deals not only with social work ethics but with the ethics of related professions such as medicine, law, teaching, the ministry and nursing and the ethical relations of the social worker to these professional groups. A tentative code of ethics for social workers was drawn up by the second semester class and will be considered by a committee of the Nebraska Chapter of the AASW for possible adoption.

During the coming year the chapter program is to be built largely around the subject matter proposed by the Delegate Conference and the individual topics will be referred to the proper standing committees of the chapter with the understanding that each committee will bring back for discussion in the chapter meeting their proposals and recommendations. It is hoped also that the chapter can sponsor a program for students at the Graduate School of Social Work in order to develop their interest in the subjects of concern to the chapter and in order to broaden their contacts with members of the profession. Just how this relationship will be developed has not yet been completely formulated.

Since there was considerable discussion at the Seattle meetings regarding the social work interneships initiated by the Graduate School of Social Work this past year, members of the AASW may be interested in a brief explanation of the plan. Our concept of a social work interneship is much the same in the social work field as the medical interneship is in the medical field. In other words, we believe that students can profitably spend a period of interneship after leaving school but under carefully supervised and controlled conditions in order that they may have a period in which to adjust themselves and to adopt theories to the actual practice of social work under normal agency conditions. At the Graduate School of Social Work a student must have completed satisfactorily at least one year of professional study to be eligible for selection. If it appears to the faculty that the student shows promise of development and would profit by an interneship, he is offered the privilege of working in a social work agency at a small (living) wage where he carries a half case load of rather carefully selected cases under the joint supervision of the agency and the school. The student is expected to complete a full year's interneship, at the end of which the school, the agency and the interne decide upon a future

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Recruiting in Denver

The Denver Chapter Membership Committee reported only eight new members accepted during the chapter year 1937-38, a small number in comparison with previous years. The committee was not alarmed, however, because it felt that a temporary saturation point has been reached. (A tabulation in the national office shows that Colorado leads all states in the proportion of AASW members to total population.) It explained what it considered the chapter "saturation point":

"There are three or four people regularly employed in Denver and state agencies who are known to have qualification for membership but who have not yet applied. Whether this is due to their financial inability to pay dues at this time or whether they feel that some other organization can best serve them, we do not know. Membership blanks have been given to them but it has not been the policy of the committee to urge people to join. A really fine chapter can be built up only by having members who are genuinely concerned about the professional development of social work. Not only locally but nationally our Association has been built on a selective basis rather than on a quantitative one."

So instead of coaxing and pressing the apathetic, the chapter has concentrated on interpretation of the Association to those just entering the profession. (All the year's new members had completed the necessary requirements within two years prior to their acceptance, most of them in 1937.) Once in the chapter, these younger members are given plenty of chance for participation and responsibility. Practicing social workers far outnumbered executives and supervisors as committee chairmen, both in total numbers and in relation to their proportion in the total membership. The Executive Committee was composed of 3 executives, 2 supervisors, 3 case workers and 2 non-practicing.

Further, through a close relationship with the Department of Social Work of the University of Denver, the chapter has worked toward integration of professional education and the professional association.

The chapter chairman has outlined for us the specific methods used in developing this relationship:

1. All open meetings of the chapter are announced at the University and notices posted on the bulletin board.

2. The chapter maintains a scholarship loan fund of $100.00 a year. This is announced in the catalogue and, of course, is a constant reminder of the Association's interest in furthering educational opportunities and standards.

3. Since the students have been issuing a quarterly paper called "Inklings," the editor has always asked the chapter chairman for any news of AASW which would be of interest to students. In one issue are reports of the regional meeting at Omaha and of the purpose of the Association as well as notices of meetings open to students.

4. We are especially careful to see that students are invited to the tea which we give at State Conference for all conference members. This year we used a few students to meet guests and direct them to the proper room and building for the tea. Our hostesses made special efforts to introduce students to social workers from all parts of the state.

5. This year we revived an old custom of inviting students to one meeting of the chapter which was not an open one. There was great interest expressed by questions before the meeting, attendance and enthusiasm afterwards about the opportunity to see "the real workings." This invitation was announced in classes as well as through the posted notice on the Bulletin Board. We carried it further this year by asking the Student Association to help in the plans for the meeting. Our program chairman and the president of the Student Association had several conferences on the program, and as a result the students wrote and gave a skit on "Fashions in Social Work" and invited one of their faculty members to be the speaker on "1938 Styles in Treatment." This, of course, stimulated further curiosity and interest, because the student group actually carried out the planning of the meeting and took part in it. As a result it was one of the best programs of this 1937-38 term. . . .

It happened that we had some interesting business and reports (one by a member of the national Division on Employment Practices) and really it was a well rounded and stimulating meeting. Several of the students afterward wrote cards to the two Colorado Senators (asking them to support additional funds for WPA and federal money for transients) along with our members, and they had a real feeling of "belonging." Several wanted to know if they could join now that they have their 300 hours!

To determine the effect on AASW membership of this Denver program, THE COMPASS checked those who have received an M.A. degree (first given in 1932) from the Department of Social Work of the University of Denver. Of a total of 32, 24 are at present active members, 3 resigned or were dropped, 5 have never been members. Of these latter, 3 were graduated only in June 1938. Only 8 members who are Denver graduates are still in Denver; the others are scattered in chapters all over the United States. Reciprocally, several of this year's new Denver chapter members received their training in other schools of social work.

Furthermore, student orientation may suggest a natural method of establishing chapter communication with those "preprofessionals" on the job who are preprofessional in the sense that they are currently in the process of acquiring professional status. That is to say: the University of Denver offers the only opportunity for professional education in the state for part-timers who are employed in social work. Through the school they have an opportunity for intercourse with the Association based on their developing professional interests.

The Chairman Examines the Chapter

(Continued from Page 19)

8. Eventually an executive secretary. Since we will probably never have the money for this, it might be possible to arrange joint financing of such with the State Conference and the Union, this person to serve all three.

I should like it understood that I am neither blaming, criticizing nor complaining —I am merely trying to give you the chapter problems as I see them. There are many more topics I should like to cover—our more active relationship to national and what it has meant to have three members on national committees—our responsibility to the students to inform them of AASW and to give them greater opportunity to participate in our meetings—the ethical relationship of ourselves to the chapter and the difficulties we have had due to tale bearers to non-AASW persons.

I have dared to put our limitations on paper. I now challenge each of you to make these your personal concern for 1938-39 and to try to determine what our chapter can do to overcome some of them! We must continue our efforts towards better service for those who come to us for help. That is the essence of our profession. That is the essence of our chapter's existence.

After the publication of the AASW Survey of Relief Conditions, the following editorial appeared in newspapers throughout the East and Middle and South West. Clips, identical with the above, have been received from papers in Westerly, R. I.; Gloucester, Mass.; Geneva, N. Y.; Alexandria, Ind.; Warrensburg, Mo.; Wapakoneta, O., and other towns.

CHAOTIC RELIEF

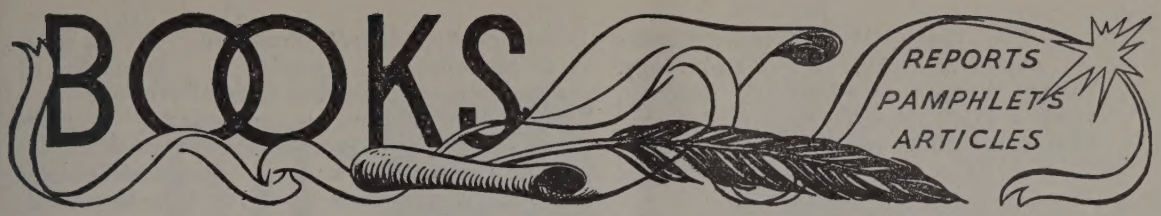
THE nation still has a relief problem and no unified, reasonable program for meeting it. The American Association of Social Workers has examined conditions in 28 states. It reports "shockingly low standards" in many communities. There are inadequate state and local funds. Welfare practices have deteriorated. There have been wholesale reductions in relief grants. Evictions, malnutrition, stiffer eligibility requirements and periodic stoppages of relief were found. Further:

"Relief has been made hard to get and difficult to endure; relief allowances, already below levels necessary to maintain life and health, have been further pared; medical care and clothing allowances have been eliminated; new applicants are being refused; little or no care is available for transients; children are kept from school for lack of clothing; some food allowances are as low as $11.90 a month for a family of four."

It is not a pretty picture. A lot of people not requiring relief are weary of the whole subject, partly because they do not understand its seriousness, and partly because there has been, in some communities, great confusion of counsel and too much playing of politics. Many Americans still believe that all relief clients are chiselers, that all could be self-supporting if they were willing to work.

These theories ignore facts to which we cannot afford to remain blind. In a country less richly blessed, with less hope and less enduring faith in individual opportunity than ours, such conditions would surely lead to violent revolution. Long continued, they might even do so here.

A comprehensive study, *Relief in Kansas City, Missouri,* has been issued by the Kansas City Chapter, price 50¢. It is available from the chapter, Mrs. Winifred Scholer, chairman, 9 E. 55th St., Kansas City, Mo.



I Like America. By Granville Hicks. Modern Age Books, Inc., 155 E. 44th St., New York, N. Y. Pp. 216, paper cover. 50¢.

An extended use of AASW material is found in Granville Hicks' recent book, *I Like America,* an alluring personalized iteration of what he hopes for the future of this country as well as what he now finds wrong with it. In describing conditions—"Nobody Starves—Much"—he suggests that "Perhaps we needed this 'recession' to remind us that unemployment is a permanent fact in American life." He cites some of the facts disclosed by the relief surveys made by the AASW in various cities each year since 1936. Saying, "We need to review this history because most of us have rather absurd notions about relief," he gives briefly the events leading up to federal relief for the United States and the tragedies following its abolishment. "The American Association of Social Workers spoke of the 'pitiful and horrible situations' developing after the suspension of the FERA . . . 'all able-bodied applicants for relief ineligible for WPA assignment are being refused any relief in Texas cities . . . Wholesale evictions of relief families . . . Low paid jobs in private industries forcing full-time workers to seek supplemental aid.' "

One finds one's self held firmly by Mr. Hicks' ability to use social work data, to pile fact upon fact to support his hypothesis, simply, vividly, and with a real appreciation for the difficulties his facts represent, as well as with a really tender albeit forceful desire to get at what he believes to be the fundamental causes. Not the least appealing is his "Epilogue: For My Daughter." Here he retains that personalization which gives the book its graceful rhythm. Addressing her he says, "What I have tried to say in this book is that, being Americans, we have to see the whole of America and see it as it really is. And that means that we must look at a great many things that we will not like. The President has said that one-third of the American people do not have proper houses or proper clothes or proper food. The book shows that this is true, and tried to tell why it is true . . . It also says that it needn't be true."

The solution Mr. Hicks offers is his own. He says to his daughter that when grown, she may find better methods than those he is suggesting now. Like any solution, that of Mr. Hicks is controversial; because it is inevitably controversial, he might have fortified it with more sources for his facts.

Social workers may not agree on the solution but they will agree that Mr. Hicks reflects, in *I Like America,* many of the things about which social workers are concerned, many of the attitudes for which social work stands professionally. Mr. Hicks' use of the AASW relief surveys is an example of our extended usefulness.

Elisabeth Mills

Listen, Little Girl, Before You Come to New York. By Munro Leaf. With Decorations by Dick Rose. Pp. 197. Frederick A. Stokes Co., New York. N. Y. $1.50.

A recent *New York Times* book review of Munro Leaf's new book "Listen, Little Girl, Before You Come to New York," contained this comment: *"As possible workers in New York, Mr. Leaf addresses his readers in three groups: The Beautiful, the Brainy and the Nice. The Beautiful learn what it is, and what it pays, to be a model; what chances the stage offers, and how; what one can do and earn in a night club. The Brainy are introduced to the requirements and rewards of advertising, editorial work, executive positions in department stores. The Nice—girls whose character is a more important asset than appearance or intellect—learn the demands and the hopes that center in teaching, social work and secretarial responsibilities."*

PAMPHLETS

Data on Salaries in Child Care Agencies and Institutions. Child Welfare League of America, 130 East 22nd St., New York, N. Y. September, 1937. 17 mimeographed pages. 25¢.

This special bulletin published by the Child Welfare League of America contains current information, submitted by member agencies, on salaries available in the children's field.

Without attempting a detailed job analysis or a correlation of salaries received with qualifications for the positions, the study gives some (interesting) comparisons between different general job classifications, such as "executive," "case supervisor," "institution supervisor," and different geographic regions.

FAMILY SOCIAL WORK IN TRANSITION: Report of Activities 1935, 1936 and 1937. Family Welfare Association of America, 130 E. 22nd St., New York, N. Y. Limited number of copies available. Postage 3¢.

Contents: Report of Activities . . . Summary of Income and Expenditures . . . Association Contacts . . . Association Committees and Chairmen . . . Membership Requirements for Agencies . . . Member Agencies . . . Officers, Directors, and Staff.

SALARIES IN MEDICAL SOCIAL WORK IN 1937.* By Ralph G. Hurlin. Russell Sage Foundation, 130 E. 22nd St., New York, N. Y. 20¢.

"This bulletin presents the results of a study of salaries and certain related work conditions in the field of medical social work made by the Department of Statistics of the Russell Sage Foundation during the year 1937. The study's main purpose was to estimate the current salary levels for various positions in this type of social work and to indicate the variations about these levels. The study was a sequel to one made in 1933, which recorded a general decline in medical social work salaries from 1930 to 1933,† and it was planned to show how much improvement, if any, had been realized by these workers during four years of recovery.

"Like the earlier one, this inquiry was made at the request of the American Association of Medical Social Workers, whose officers advised on numerous questions in the course of the study and whose district chairmen assisted by checking lists of agencies contributing data and suggesting additional agencies to be canvassed."

The contents of the bulletin cover: Collection of Data . . . Participating Agencies . . . Representativeness of Data . . . Geographical Distribution of Reporting Agencies . . . Size of Reporting Agencies . . . Classification of Workers by Position . . . Plan of Salary Tables . . . Salaries by Position . . . Salaries by Type of Institution . . . Frequency with which Maintenance is Part of Salary . . . Salary Comparisons for Six Large Cities . . . Comparison of Salaries in 1933 and 1937 . . . Salaries of Teachers of Medical Social Work . . . Salaries in Crippled Children's Programs . . . Salaries in Miscellaneous Agencies . . . Education of Workers . . . Sex and Race of Workers . . . Students, Volunteers and WPA Workers . . . Hours of Work . . . Vacations . . . Sick Leave with Pay . . . Sources of Medical Social Work Funds . . . The Schedule Used.

PUBLIC RELATIONS IN PUBLIC WELFARE: A Digest for Interpreters. Social Work Publicity Council, 130 E. 22nd St., New York, N. Y. 18 mimeographed pages. 35¢. Special prices for bulk orders.

Current public attitudes toward relief and people on relief; how these attitudes came about; facts and figures to answer misinterpreters.

The sections are titled as follows: The Public is Fed Up with Public Welfare . . . Politicians Are Paying Attention to Welfare Programs . . . Youth Has Opinions on Relief . . . Clients Have Become Articulate . . . "They Don't Want Work" . . . What Do We Know About the Won't-Workers? . . . "Waste and Extravagance" . . . A County Relief Executive Talks of Community Relations.

SOCIAL WORK PERIODICALS AND SERIALS. Bulletin of the Russell Sage Foundation Library, No. 150, August, 1938. Russell Sage Foundation, 130 E. 22nd St., New York, N. Y. 10¢.

This five-page pamphlet covers: Proceedings of Conferences . . . Periodicals (Current) . . . Periodicals (Discontinued) . . . Serial Publications of National Organizations . . . Serial Publications of Local Organizations . . . Foreign Language Periodicals. (THE COMPASS is listed, of course, in the section Current Periodicals.)

Chapter and Professional School Collaboration in Nebraska

(Continued from Page 24)

program. Normally this would be placement in a regular position which the interne seems best suited to fill in any agency in which a position is available. The interneship does not serve in lieu of other field work experience nor is any credit allowed for such work. Supervision is not of the intensive kind given field work students but approximates the normal supervision in the agency selected. Naturally agencies with recognized standards have to be selected for the placing of the internes, and while Nebraska has made only a small beginning, it is hoped that the plan can be extended as experience warrants.

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* This report was summarized in an article appearing in *The Family* for June 1938, pp. 105–109.

† The results of the earlier study were reported only in a mimeographed bulletin, entitled *Salaries in Hospital Social Work in 1930 and 1933.*